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The monograph has a good index, and it serves the purpose of an authentic and valuable guide to the beneficiary activities of all national unions.

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Unemployment, a Problem of Industry. By W. H. BEVERIDGE, Stowell Civil Law Fellow of University College, Oxford; Formerly Subwarden of Toynbee Hall; Late Member of the Central (Unemployed) Body for London. (New York: Longmans, Greene & Company, 1909. Pp. xvi, 317.)

In a small volume Mr. Beveridge gives one of the most searching analyses of unemployment that has yet been made. His conclusions are drawn from the experience of the distress committees organized under the Unemployed Workmen Act of 1905. In striking agreement with his analysis of the problem is the minority report of the Poor Law Commission. Both agree as to the fundamental causes of unemployment and similar measures for future action are recommended by both.

Mr. Beveridge sounds his keynote in the sub-title *A Problem of Industry*. The problem, as he discusses it, is not how to care for the man out of work, but to learn why he has no job. Emphasis is placed first on the fact that unemployment lies at the root of most other social problems. Security of employment for the breadwinner is at the basis of sound social action. An individual is not self-supporting unless his earnings are sufficient to keep him through life. An industry is not self-supporting unless it yields wages, not only for the period of employment but for periods of unemployment as well. The problem to be studied, then, is not *the unemployed* but *unemployment*.

In technical language the evil of unemployment is the maladjustment between the supply of labor and demand for it. Mr. Beveridge dispels the fear of "overpopulation" by showing, first, that no insufficiency of land exists; and, second, that statistics show no pressure on the means of subsistence, since the per capita wealth of England increased from £27 in 1867 to £40 in 1901. This has been accompanied by an increase per head in the consumption of the staple commodities. On the other hand,

since wages have been steadily rising, labor does not appear to be a drug on the market. At the same time, taking the period as a whole, the prices of ordinary commodities have been falling.

Unemployment, then, does not seem to be due to any general increase of the total supply of labor above the total demand. A rising demand for labor will be no cure for unemployment. Unemployment is due rather to the present methods and organization of industry. This conclusion is reinforced by the presence of certain obvious imperfections of adjustment between the supply and demand of labor, such as the disappearance or structural changes of certain trades, fluctuations of industrial activity, and the reserves of labor required in years of prosperity.

Analyzing more carefully this reserve of labor, Mr. Beveridge finds that even among skilled workers the percentage of unemployment never falls to zero. Among trade unions there is always an "irreducible minimum of unemployment," consisting, not of chronic idleness of a few, but of a loss of time for many.

He illustrates the element of casual labor by the experiences at the London docks and finds three main elements which are common to all occupations: First, there is the surplus of men representing the fluctuations in all centers of a trade taken together. Second, there are the separate reserves kept at different centers because men cannot always easily and readily transfer from one center to another. This is due usually to distance, ignorance, or the force of custom. Third, there is the large body of men attracted by the perpetual chance of work. Using the findings of Mr. Booth in 1892, he states that dock labor required about 20,000 men under the system of casual employment. The largest number employed on any one day was 18,000; the average for the year was 15,000, and the number on the slackest day was 10,000. The system of casual employment then required the "presence of 2000 and left room for 4000 regular competitors over and above the number who could find work on the busiest day. On the slackest day 12,000, and on an average throughout the year, 7000 men would be standing idle." A reform was instituted by organizing the methods of employment. The men were classified into preference lists, thus eliminating the purely chance group of workers. The second reform attempted to organize all of the northern docks into a single labor market, so that

the men could move easily from one center to another. The result has been that 80 per cent of the work is done by weekly laborers and only 20 per cent by casuals.

The overcrowding of industries, and the leakage of labor-power due to irregularity of employment, cannot be met by the restriction of births, by emigration, by reduction of hours, nor even the creation of new industries. The first step must be the organization of the labor market—"de-casualization." The present plan of "hawking labor from door to door" must be replaced by known centers to which employers and employees can go. Each trade must be so organized that the unemployment in that trade will be utilized before the market is glutted with new men from the country. The aim of such a system is the organized and intelligent fluidity of labor. Employment will of course be concentrated upon the smallest number that can do the work for the entire trade.

The organization of the labor market will not in itself eliminate unemployment. It will aid in systematizing casual employment and the overcrowding of occupations, but other evils will continue to exist. Such evils are seasonal occupations, disability through youth or old age, and the displacement of men by the reorganization of industry. In seasonal trades the unskilled now move from one trade to another. This movement can be increased and facilitated. Summer and winter occupations not entirely dissimilar might be dovetailed. The extent to which this method is practicable can be determined only by experience.

Men thrown out of work by changes in the structure of their trade need guidance to new occupations instead of relief for a few weeks. The reabsorption of men thus displaced is complicated by the disability of age. But many industries can use the older men and the labor exchange will be useful for this class. There is also the problem of youth and lack of industrial training. Here labor exchanges may be very effective in doing away with the present haphazard entrance of young people into industrial life.

The organization of the labor market will give regular work for some and throw others out altogether. If these displaced men cannot find work, even with the aid of labor exchanges, then such schemes as emigration, afforestation, public works, and

similar remedies become necessary. Such measures are practicable also when it is necessary to maintain reserves of labor. If the displaced men are inefficient they should not be left at large to bring up fresh generations of inefficient. Whatever the result, the weeding out is essential to intelligent social activity.

Mr. Beveridge recognizes that beyond the organizations of the labor market other measures will be needed. Insurance, in the broad sense of setting aside part of wages for a time of unemployment, stands in the closest relation to the problem and forms the second line of attack. Among other aids are: shortening hours during times of depression, insurance through trade union benefits, public works, and steadying the labor market through elasticity of wages.

The book contains chapters on sources of information, the personal factors, loss of industrial quality, remedies of the past and an excellent appendix on unemployment reports and methods used by other countries.

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The Workman's Compensation Act, 1906. By V. R. ARONSON.
(London: T. Fisher Unwin, 1909. Pp. 559.)

The Workman's Compensation Act, 1897, "gave rise to more litigation than any other act which has been passed in modern times." This statement should be thoughtfully considered by all employers, workmen, and legislators who are hoping through imitation of the British law to escape the waste and litigation of the existing employers' liability and negligence laws.

Aronson's statement seems to be fully sustained by the long "table of cases," and by his painstaking analysis and detailed examination of the Act, taken section by section. The student or legislator laboriously striving to work out an adaptation of workmen's accident insurance or compensation to American conditions will surely welcome this book with gratitude and admiration. It is a model of analysis and precision. The method of treatment is exactly what is needed by the American law-maker, for it takes the faulty Act of 1897 and compares it word by word and section by section, in the light of all the decisions, with the